



INTERNATIONAL ACADEMY

Initiative in Education & Lifelong Learning

Certificate Programme

Understanding Gender in Society: Concepts and Trends

Unit 3

Mainstreaming Gender

Understanding Gender in Society: Concepts and Trends

©2014 PRIA International Academy

Units of Understanding Gender in Society: Concepts and trends

Unit 1: Gender Debates and Dialogues

- Sex and Gender: Distinction and Significance
- Understanding gender
- Ending Gender Inequality: Two Schools of Thought
- Why do we need to talk about gender

Unit 2: Roots of Gender Discrimination

- Gender stereotyping
- Defining Socialisation
- Patriarchy

Unit 3: Mainstreaming Gender

- Historical Trends
- Gender Analysis
- Mainstreaming Gender

Unit 4: Gender at the Workplace

- Setting the Context
- Workplace and its dynamic structures and realities
- Challenges at the Workplace
- Sexual harassment as a form of workplace violence

Unit 5: Gender Based Violence

- Defining Gender-based violence
- Forms of gender-based violence

Unit 6: Gender Mainstreaming within Institutions

- Gender Mainstreaming within Institutions
- Participatory Gender Audit: Gender Assessment of an Organisation
- Engendering Workplace Through a Gender Policy

Table of Contents

S. No.	Contents	Page No.
	Introduction	5
	Learning objectives	6
3.1	Historical Trends	7
3.1.1	Theories of Development	7
3.1.2	Paradoxes of Development	8
3.1.3	Feminist Theories	9
3.2	Gender Analysis	14
3.2.1	What is gender analysis?	14
3.2.2	Steps for gender analysis	15
3.3	Mainstreaming Gender	23
3.3.1	What is gender mainstreaming?	23
3.3.2	Basic principles of gender mainstreaming	27
3.3.3	Steps to Gender Mainstreaming	28
	Summary	30
	References	30

Introduction

In simple terms, the word mainstream encompasses the normal ideas, attitudes or activities of society. Gender mainstreaming is a process when those ideas, attitudes or activities routinely incorporate a gender perspective and thereby become a normal feature of mainstream thinking.

It was at the Fourth World Conference on Women¹ in Beijing, in September 1995 that for the first time the concern for mainstreaming of gender issues was raised. One of the most important and innovative elements of the Platform for Action convened at this conference was calling on the United Nations and its signatory states to 'mainstream' gender issues across the policy process, 'so that, before decisions are taken, an analysis is made of the effects on women and men, respectively'. Although the notion of mainstreaming gender issues across the policy process had already taken root in the previous two decades, the official recognition and endorsement of gender mainstreaming as a formal goal of all United Nations member-states provided a global mandate for change, and a template against which to judge both national and international policies.

As discussed in earlier units, inequality in the public arena often starts with discriminatory attitudes and practices and unequal power relations between women and men within the family and community. Unit 3 looks at the overarching issue of gender mainstreaming. The unit begins with a discussion on the development discourse and gender concerns. It further explores position of women in development approach. It also elaborates on the concepts of Gender Analysis and Gender Mainstreaming in detail.

¹ *The 1st World Conference of the International Year of women was held in 1975 in Mexico City; the 2nd in 1980 in Copenhagen to mark the United Nation's Decade for women; the 3rd in Nairobi in 1985 known as Nairobi Forward Looking Strategies*

Learning objectives

Upon completion of this unit, you will be able to:

- Understand gender concerns in development discourse
- Explore position of women in development approach
- Comprehend the notions of Gender Analysis and Gender Mainstreaming

3.1 Historical Trends

3.1.1 Theories of Development

Development became a burning concern in a broad sense only after World War II when development was conceptualised as a direct, linear process of movement of a nation from a state of underdevelopment to development - from a state known for its traditional institutions and beliefs to a modern industrialised society. The first milestone of development was envisaged as being economic growth, reflected in industrialisation, urbanisation and change in political structure and systems. Most theories of development also broadly assumed that with economic growth, human and social development would follow – popularly known as the “trickle down” effect.

These conventional theories of development generally failed to see women workers as social, independent actors and as being capable of resisting blatant discriminatory treatments, negotiating with unfair employers, and bargaining with patriarchy. The theories tended to assume that women’s primary contribution was in the sphere of reproduction but not production. They did not recognise that systemic factors such as class, caste, race, even disabilities, with gender as a cross cutting theme, belied the idea of a truly egalitarian society, in which every person is acknowledged for their individual progress, according to his or her merits.

It failed to acknowledge that the state is a gendered institution based on unequal power relationships and gives men authority and control over women. However, the state can impose laws and policies, taking responsibility for affirming the positive human rights of women and preventing their violation on several social and economic issues.

The development theories did not see the deprivation resulting from unequal gender relations. The socio-economic development policies and programmes pursued by many countries during this period did not distinguish between men and women in either analysing their contributions or impacts on them. As a result, women’s contributions to the economic processes were not considered to be not included in either the planning processes or impact analysis of development.

Further, it was assumed that the targets of all growth and prosperity were poor people – read men and therefore if poor “men” benefitted, then automatically the benefits would ‘trickle down’ to their ‘poor wives or other women in the family’ (Kabeer, 1996).

3.1.2 Paradoxes of Development

The first UN development decade took place from 1961 to 1970. It is in this decade that the terms less developed countries, third world countries and developing countries were created. Segmenting the world in three categories represented a division between the first, second, and third and located third world at the bottom of the progress continuum.

The discourse on ‘basic needs’ in the late 1960s then became one of the early benchmarks of ‘good’ human development. These needs were characterised as food, health, water, shelter and housing. In the 1970s, ‘distribution with growth’ became a central concern along with basic needs strategy for poverty alleviation. The 1980s saw waves of Structural Adjustment Programs (SAP) of the international financial institutions.

Two contradictory trends emerged vis-à-vis its impact on women with the transformation of economic structures due to SAP programmes. On the one hand, capital-intensive production generated more employment opportunities for men in the formal sector, while relegating women to labour-intensive productive activities in the informal sector. On the other hand, global market export-orientated industrialisation created employment opportunities for women, even though they were the ones that further exploited and marginalised women, increasing their vulnerability, invisibility, and proneness to poverty.

Gender equality is a built-in development discourse based on human rights. Both women and men have equality of rights under the law, equality of opportunity, including equality in access to capabilities and other productive resources that enable opportunity, and equality of voice to influence and contribute to development process (World Bank, 2001).

Equal participation by both men and women in development is essential for a number of reasons, viz.:

- Influence the allocation of scarce resources;
 - Improve living conditions and promote the interests of women;
 - Shift the political focus towards issues affecting the quality of life of both men & women by ensuring equitable distribution of productive resources and opportunities for growth, giving visibility to reproductive roles of women in policy making and increasing women's participation in the political process.
- (Commonwealth Foundation, 2004)

3.1.3 Feminist Theories

Women in Development - WID

It was leading feminist² and Danish economist, Ester Boserup, who in 1970, first challenged these theories of development, which assumed that the 'trickle-down effect' to disadvantaged men in Third World Countries, would have a further 'trickle-down effect' to women. Boserup's work laid the foundations of, and contributed towards, providing a holistic and comprehensive understanding of women's roles and participation in economic processes; it also played a key role in sensitising governments, international institutions and development agencies to understand the specific needs of women when viewing socio-economic development policies and programmes from a woman's perspective.

The term 'Women in Development' (WID) was coined by the Women's Committee of the Washington DC Chapter of the Society for International Development (SID), which was a network of female development professionals, influenced by the work of Esther Boserup. This new perspective gave rise to a change in the UN's approach on women from a protection-oriented approach to a more status-oriented approach. "SID focused exclusively on productive aspects of women's work, ignoring or minimising the

² *Feminism in its broader philosophical context is based on the underlying assumption of women's subordination in society and used to advocate equal rights for women, based on the idea of the equality of the sexes. A feminist perspective is used to interpret and examine issues, processes, policies and frameworks from the unique vantage-point of how they impact women and the implications of equality in the context of their male counterparts.*

reproductive aspects of women's lives". (Kabeer, 1996; Ndimande, 2001). It did not address the 'Why' or the root causes of such inequalities. This missing dimension led to the next theory.

Women and Development (WAD)

The model of WAD (Women And Development), propounded largely by feminist economist Lourdes Beneria, rejected the view of women being 'added on' to achieve development and argued that the very presence of women implied that they were a part of all processes of economic and social development. Proponents of WAD stressed the importance of recognising the contribution of women's unpaid domestic work and reproductive services to economic growth and development processes (Ndimande, 2001). They claimed that inaccurate interpretations of women's roles and contributions to the economy had led to a neglect of their needs and their inclusion in the conceptualisation and planning of development activities (Kabeer, 1996). It further stipulated that unless the issues of inequality arising from patriarchal attitudes and reflected in institutions and systems of private and public spheres are addressed, the benefits of development can never be equitably distributed amongst men and women.

Gender and Development (GAD)

The third approach called Gender And Development (GAD) is more holistic. The underlying premise is that women's needs cannot be seen in isolation of the needs of men, the other half of society. GAD also lays emphasis on the social constructs and relations between women and men in the work place and other social settings (Ndimande, 2001). GAD advocates that if development is to be sustainable, a holistic approach is needed to view issues of gender as opposed to only focusing on women's issues (Drolet, 2010). According to Farrell, Saxena, Thekkudan & Pathak (2008), "The objective behind such a strategy is that the priorities of men and women get adequate consideration and existing inequalities between them are not perpetuated."

The shift in the focus from women to gender was significant, as it was argued that looking only at women is neither problem-free nor adequate. Examining gender required looking at men as well, because women cannot be understood in isolation. It required an analysis of how gender is constructed and perpetuated in different societies; it meant

looking at gender relations, the gender division of labour and gender hierarchies. And, importantly, it required looking at and addressing power in gender relations.

The United Nations declared 1975 as the International Women's Year and 1975-1985 as the International Women's Decade. The major themes of the Decade were – Equality, Development and Peace. The UN Decade for Women and the international conferences gave impetus to the gender component in development debates.

There were several other approaches that looked at women's inequality and discrimination and sought ways to address them. These included:

The Welfare Approach

It was assumed that social and economic development in general, would bring about the desired changes for women. Women were seen as passive beneficiaries of development with focus on their reproductive role. It focused on women's reproductive responsibilities as wives, mothers and homemakers, and aimed to relieve suffering and meet women's practical needs within existing gender roles.

The Equity approach

This approach raised the issues of women's heavy workload, low productivity and low efficiency. The focus of the advocacy in this approach was on policies to be formulated on women's access to services, such as education, health, training, and technology. It emphasised 'improving the condition' of women by questioning the distribution and allocation of resources within the household.

Anti-poverty approach

This approach was much more focused on practical needs and in particular those related to women's productive role.

NOTE BANK : Practical and Strategic Needs

Practical gender needs are those a woman or man requires in order to fulfill her/his socially determined roles. For instance, in order to feed her family, a woman may identify access to food or fuel as a practical gender need. Women's issues, as traditionally conceptualized, often concern meeting women's practical needs in order to improve their *condition*. Meeting practical gender needs does not require the existing division of labour or women's position relative to that of men to be challenged.

Strategic gender needs, on the other hand, are those that require a confrontation with existing social relationships between women and men. This could include changes in anything from property rights to the relative amount of time women and men are expected to spend in childcare. "In order to change women's *position*, we must address the way gender determines power, status, and control over resources"

The practical-strategic/condition-position dualism has been criticized on several grounds. It masks the interaction between the achievement of one set of needs and the other. A woman may, for example, define access to credit as a practical need in order to fulfill her role as household caretaker. But at the same time, achieving such access to credit may imply a shift in traditional gender roles in which activities related to cash are the domain of men. Access to credit may have other strategic/position implications, such as increased status within the household or community, and an increased sense of self-esteem.

This distinction was defined by Molyneux (1985) and elaborated upon by Moser (1989).

(The Mahbub ul Haq Human Development Centre, 2000)

The Efficiency approach

This approach sought to enhance women's contribution to the development process in order to ensure the efficiency and effectiveness of project interventions. It focused on the practical needs of women in the three primary roles viz., productive, reproductive and community.

The Empowerment Approach

The objective of this approach was to bring women into the centre stage of development, re-examine existing gender relations and reconstruct the same wherever it was needed. The empowerment approach broadened the scope of development theory by addressing issues hitherto not considered relevant. These included oppressive gender relations, ecological destruction, and the ethics of multinational control over the developing countries and so on.

Rights Based Approach

This is approach, sets as its main motive the achievement of human rights and the creation of an enabling environment in which human rights' can be enjoyed. It aims towards achieving gender equity in particular as an important step towards achieving the development process. It encompasses the *welfare, anti-poverty, equity* and *empowerment* approaches as facets of the rights of all people

In the Asian context, the forging of links between women's rights and human rights³ movements has been hindered somewhat by the belief that 'Asian values' - based upon community rights and individual responsibilities - are incompatible with Western notions of individual rights. Further, countries with a strong religious tradition that is integrated into state administration and governance often perceive human rights as a secular ideology antagonistic to religion and cultural traditions (ESCAP, 1994). The Third and Fourth World Conferences on Women in Nairobi and Beijing have helped build consensus on these issues, exemplified in the *Jakarta Declaration for the Advancement of Women in Asia and the Pacific* in 1994.

³ *Human Rights are those rights that every human being possesses and is entitled to by virtue of being human irrespective of citizenship, nationality, race, ethnicity, language, sex, sexuality or abilities. They are the birth right of all human beings based on the fundamental principle that all persons possess an inherent human dignity It is a powerful tool for promoting social justice and dignity of all people*

3.2 Gender Analysis

3.2.1 What is gender analysis?

Gender Analysis is the methodology for collecting and processing information about gender. It refers to the variety of approaches, and methods used to assess and understand the differences in the lives of women and men, girls and boys and the relationships between and amongst them including: their access to resources and opportunities, their activities, and the constraints they face relative to each other.

NOTE BANK:

- Some common elements in gender based differences to keep in mind while doing gender analysis:
- Differences in tasks and activities and often, physical spaces occupied and social networks
- Differences in norms of appropriate behaviour and in social expectations: e.g. in terms of dress, games played, interests, emotional responses and skills and competencies
- Differences in access and control over resources
- Differences in power and decision-making
- Gender-based differences in access to and control over resources, in power and decision-making, and in roles and responsibilities, have implications for women's and men's health status.

It is conducted through a variety of tools and frameworks developed in response to specific development questions and problems. It provides disaggregated data by sex, to inform understanding of the social construction of gender roles, and how labour is divided and valued. It is the process of analysing information in order to ensure development benefits; to ensure that resources are effectively and equitably targeted to both women and men, and to successfully anticipate and avoid any negative impacts development may have on gender relations.

Gender analysis makes visible:

- The different needs, priorities, capacities, experiences, interests, and views of women, men, girls and boys;
- Who has access to and/or control of resources, opportunities and power;
- Who does what, why, and when;
- Who is likely to benefit and/or lose from new initiatives;
- Gender differences in social relations;
- The different patterns and levels of involvement that women, men, girls and boys have in economic, political, social, and legal structures;
- Women's and men's lives are not all the same and often vary depending on factors other than their sex, such as age, ethnicity, race and economic status; and
- Assumptions based on our own realities, sex, and gender roles. (NZAID, 2006)

3.2.2 Steps for gender analysis

Gender analysis involves diagnosis at two levels: i) Analysis of gender roles and ii) Access to and control over resources. It involves the following key components based on the premise that development interventions often impact on women and men differently:

1. Gender roles and norms

Although, the kind of work that men and women both perform varies between cultures, communities and time, we see a pattern where women's work is given less value. The type of work that women and men do and how that work is valued is largely determined by how society organises gender roles. Gender analysis includes understanding the division of labour and its implications for equity.

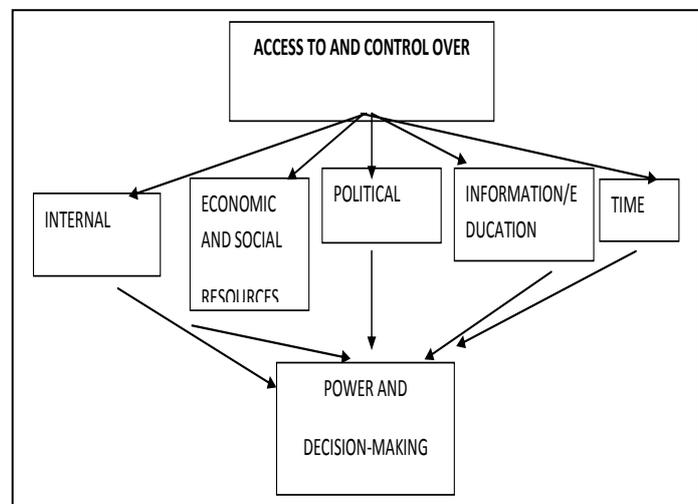
2. The gender-based division of labour

Men and women are socialised from early childhood to conform to masculine and feminine roles and norms. They have to dress differently, play different kinds of games, be interested in different issues and subjects and have different emotional responses to situations. There is a tacit perception that what males do is better and more valuable than what females do.

This has already been discussed in the first Unit.

3. Access to and control over resources

Women and men have unequal access to and control over resources. Gender-based inequalities in relation to access to and control over resources exist within social classes, races or castes. However, women and men of different races, classes and castes may be differently unequal. For example, women from one social class could have more power than men from a lower social class; or women might have access to health services, but no control over what services are available and when.



4. Power and decision-making

Having greater access to and control over resources makes men more powerful than women in any social group. This may be the power of physical force, of knowledge and skills, of wealth and income, or the power to make decisions because they are in a position of authority. Male power and control over resources and decisions are institutionalised through the laws and policies of the state, and through the rules and regulations of formal social institutions.

Steps for gender analysis include:

1. Collecting sex disaggregated household, workplace and community data/information relevant to the program/project for each area.
2. Assessing how the gender division of labour and patterns of decision-making affects the program/project, and how the program/project affects the gender division of labour and decision making.
3. Assessing who has access to and control over resources, assets and benefits, including program/project benefits.
4. Understanding women's/girls' and men's/boys' different needs, priorities and strengths.
5. Understanding the complexity of gender relations in the context of social relations, and how this constrains or provides opportunities for addressing gender inequality.
6. Assessing the barriers and constraints to women and men participating and benefiting equally from the programme/project.
7. Developing strategies to address barriers and constraints, including these strategies in program/project design and implementation, and ensuring that they are adequately resourced.
8. Assessing counterpart/partner capacity for gender sensitive planning, implementation and monitoring, and developing strategies to strengthen capacity.
9. Assessing the potential of the program/project to empower women, address strategic gender interests and transform gender relations.
10. Developing gender-sensitive indicators to monitor participation, benefits, the effectiveness of gender equality strategies, and changes in gender relations.
11. Applying the above information and analysis throughout the program and project cycle. (NZAID, 2006)

When do you use Gender Analysis?

Gender analysis is best applied at the earliest possible stage of a programme or activity to inform and shape the identification, design and planning of the most appropriate intervention. Gender analysis provides information and data on the differential impact of a specific programme or activity on females and males and on gender relations. Thus gender analysis is vital throughout the entire development process. The analytical findings and recommendations should be integrated at each stage of programme and activity planning, implementation, monitoring and evaluation.

Examining the assumptions underpinning programmes and activities and the interrelationship between social and economic factors can ensure that neither women nor men are disadvantaged. Gender analysis also can increase the likelihood that both women's and men's needs are addressed and that priority action areas for promoting equality between women and men are identified. Gender analysis enhances both the sustainability and effectiveness of development programmes and activities and can enable agency-wide reporting on the achievement of gender equality outcomes.

(NZAID, 2006)

Gender Analysis Frameworks

Gender analysis is conducted through a variety of tools and frameworks. It is important to note that these tools were developed in response to specific development questions and problems, and require adaptation if they are to be used in any other circumstance. Gender analysis does not take place independently of the full complexity of the development process, and one model cannot be superimposed on all situations. Therefore, the principal competence required of the gender facilitators would be sufficient knowledge of these tools so as to select and adapt the most relevant. Some of the most commonly used tools of gender analysis/frameworks have been briefly discussed below:

	Gender Analysis Tools	Gender Analysis Framework	Uses	Limitations
1	Harvard Analytical	Sexual division of labour and difference between productive and socially reproductive work more appropriately used in agricultural setting	<ul style="list-style-type: none"> • A gender neutral entry point for discussions on gender issues. • Useful for projects that are agricultural or rural based. • Information on gender based division of labour helps in making women's work visible. • Makes distinction between access and control over resources. • Can be adapted in combination with other frameworks for best results. 	<ul style="list-style-type: none"> • Has efficiency perspective. It does not address unequal gender relations • Focuses on material resources than on social relationships • Analysis can be carried in a non-participative manner without involving men and women in a community.
2	Moser's Gender Planning Framework	The division of labour between men and women as productive, reproductive and community management roles also in urban setting including the practical and strategic needs of women in gender planning.	<ul style="list-style-type: none"> • Has a wide appeal used by both CSOs and Governments • Challenges unequal gender relations and supports empowerment of women. • Practical and 	<ul style="list-style-type: none"> • Ignores interrelatedness of activities of women and men. • Concept of community role is debated. • Other forms of inequalities such as race

			<p>strategies needs concepts help evaluate the impacts of development interventions on gender relations.</p> <ul style="list-style-type: none"> • Triple role concept useful in revealing the wide range of work that women engage in. • Alerts the planners to the interrelationship between productive, reproductive and community roles. 	<p>and class not debated.</p> <ul style="list-style-type: none"> • Does not include continuum of practical and strategic needs. • Does not consider strategic needs of men.
3	Caren Levy's "Web of Institutionalization"	Gender mainstreaming in institution with a focus on organizational change	<ul style="list-style-type: none"> • Looks at the extent gender institutionalizations within organizations or institutions • Gender relations are perceived as interwoven with other power relations of class, ethnicity, religion, age in different contexts. • Can be used as both diagnostic and operational tool. 	<ul style="list-style-type: none"> • There are chances of equating the acceptance of gender perspective with the abolition of old women in development structures rather their transformation, undermining women

4	Gender Analysis Matrix framework (GAM)	Gender differentials is in the impact of projects at the community level	<ul style="list-style-type: none"> • Simple, systematic and uses familiar concepts • Encourages bottom-up analysis through community participation • Includes men as a category and therefore can be used in interventions that target men. 	<ul style="list-style-type: none"> • A good facilitator is necessary • Analysis must be repeated in order to capture changes over time. • Does not include either macro or institutional analysis
5	Sara Longwe's Women's Equality and Empowerment Framework	Assessment of contributions of interventions in all sectors to the empowerment of women	<ul style="list-style-type: none"> • Framework can be used for planning, monitoring and evaluation and training • Encourages users to understand empowerment • Shares common ground with the Moser framework's concept on practical and strategic needs but moves beyond the notion of separate needs showing that development intervention can 	<ul style="list-style-type: none"> • Framework does not take into account a number of aspects such as time, rights, claims and responsibilities that exist between men and women. • Women may be seen as a homogeneous group

			contain both.	
6	Social Relations Approach (SRA) Framework	Sustainable development Including dimensions of Social well-being and institutional change	<ul style="list-style-type: none"> • Used for project planning and development • Presents a broader picture of poverty. • Emphasis on gender relations • Focus on institutions, understand interrelations of institutions and ways these institutions bring about change • Framework is not static but dynamic 	<ul style="list-style-type: none"> • The analysis can convey a large institution where change can be difficult • Can overlook people's potential for change • Possibility of getting Women subsumed into individual categories such as • Class and sector
(UNDP, 2005)				

3.3 Mainstreaming Gender

3.3.1 What is gender mainstreaming?

In all societies, men and women assume different responsibilities, play different roles as well as have different levels of influence in decision-making processes. As a result, they face different kinds of constraints, have different priorities and these differences can contribute to the development process in different yet meaningful ways.

THINK TANK

In the table below, each column represents a different policy approach to gender. Under the table, you have a list of different policies. Read list of institutional policies given below and decide where each policy fits in the table and fill in its number under the appropriate column.

Different policy approaches to gender

Gender unequal	Gender Blind	Gender aware

1. The government introduces a new social insurance schemes for all workers employed in the formal sector.
2. Maternal health policy: trains midwives to improve their clinical skills to prevent maternal morbidity and mortality
3. Water supply policy: establishes a mechanism to provide taps close to villages so that women will not have to walk as far to fetch water
4. Human resource policy: includes provision for child care facility at the workplace
5. Land policy: removes restrictions on women's right to inherit land
6. Occupational health policy: protects women and men from working in places which are hazardous to their reproductive health
7. Senior management recruitment policy in a department of health: requires all managers to have a PhD
8. Community-based AIDS care programme: says that health care system cannot take responsibility for caring for people with AIDS so that home-based care must be instituted
9. Information, Education and Communication policy: establishes messages and methods to advocate to women and men about mutual respect and equal rights in sexual decision-making as a means of promoting safer sex practices.
10. Tokens are issued for claiming relief after a disaster to male heads of households.

Mainstreaming embraces two different but related aspects:

- Mainstreaming women and their specific concerns and issues; and
- Mainstreaming gender as a means of identifying the different interests, needs and effects of policies, programmes etc. on men and women.

Policies, programmes and systems need to be established to ensure mainstreaming of women's perspectives in all developmental processes, as catalysts, participants and recipients. Wherever there are gaps in policies and programmes, women specific interventions have to be undertaken to bridge these. Coordinating and monitoring mechanisms can assess from time to time the progress of such mainstreaming mechanisms. Development interventions that do not take into account the differences between men and women very often fail to meet the development goals.

The equitable distribution of power and decision-making at all levels is dependent on Governments and other actors undertaking statistical gender analysis and mainstreaming a gender perspective in policy development and the implementation of programmes.

In addressing the inequality between men and women in the sharing of power and decision-making at all levels, Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that before decisions are taken, an analysis is made of the effects on men and women, respectively.

Mainstreaming is not an end in itself but a strategy, an approach and a means to achieve the goal of gender equality. Mainstreaming is not about adding on a 'women's component', or even a 'gender equality component', to an existing activity.

Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects.

Gender mainstreaming has been defined by the United Nations as “the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. Gender mainstreaming is not only a question of social justice, but is necessary for ensuring equitable sustainable human development by the most effective and efficient means.” (ECOSOC, 1997)

Gender Mainstreaming makes a gender dimension explicit in all policy sectors. It calls for positive action at different levels, and requires commitment, capacities and resources.

- At the policy level, to ensure that the issue of gender equality is no longer viewed as a separate question but becomes a visible and central concern in policy and planning.
- At the programme level, to ensure that all supported interventions create opportunities for women's empowerment and facilitate gender equality.
- At the organisational level, to ensure that space and opportunities for learning, growth and contributing to organisational goals are created equally for women and men at all levels.

NOTE BANK: Gender mainstreaming – a closer look at the concept and term
Gender mainstreaming means:

- Those differences between women and men may never be used as a ground for discrimination
- A radical rethink of the way labour markets work and their impact on women's and men's employment
- Long-lasting changes in society, transforming parental roles, family structures, and the organisation of work, time and even institutional practices
- Reshaping the mainstream rather than adding activities for women at the margins
- A partnership between women and men to ensure both participate fully in society's development and benefit equally from society's resources
- Responding to the root causes of inequality and putting remedial action in place
- Ensuring that initiatives not only respond to gender differences but seek to reduce gender inequality
- Asking the right question to see where limited resources should be best diverted
- More attention to men and their role in creating a more equal society

Gender mainstreaming is about:

- Reducing poverty, boosting economic growth and strengthening citizenship
- Is a pro-active process designed to tackle inequalities which can and do discriminate against either sex
- Targets major economic and social policies that deliver major resources
- Makes good economic sense ensuring that women as well as men are active, using 100% of the productive labour
- Represents a further step in the search for equality decision-making
- Recognises that gender is one of the most fundamental organising features in society and affects our lives from the moment we are born
- Presupposes a recognition of male and female identities
- Recognises that differences exist in men's and women's lives and therefore our needs, experiences and priorities are different
- Involves a willingness to establish a balanced distribution of responsibilities between women and men
- Needs determined political action and support with clear indicators and targets
- Will not happen overnight, it is a continuous process

Gender mainstreaming is not:

- A Women only issue
- It is not just about improving access or of balancing the statistics
- About having well written statements
- About blaming anybody for the inequalities which exist
- About only women taking action
- About only women benefiting from it
- About stopping or replacing gender specific policies and projects targeted at either women or men

Gender mainstreaming covers:

- Policy design
- Decision - making
- Access to resources
- Procedures and practices
- Methodology
- Implementation
- Monitoring and evaluation

(European Communities, 2005)

3.3.2 Basic principles of mainstreaming

Varied experiences of gender mainstreaming in other organisations have shown that strategies for mainstreaming do not work if they are seen as a 'lucky dip' of unrelated activities and actions.

It is therefore important to understand that the gender mainstreaming approach does not look at women in isolation but looks at both women and men as actors in the development process, and as its beneficiaries.

In this process, both men and women must go through a process of examining their own attitudes and responses to women's subordination and the cultural norms which justify it, before they can accept gender equality as a basic value. Such a process will inevitably impact both people's lives and their work, and influence their attitudes and decisions in both the private and the public spheres.

Responsibility for implementing the mainstreaming strategy is system-wide, and rests at the highest levels within agencies, according to Carolyn Hannan, Director of the United Nations Division for the Advancement of Women. Other principles include:

- Adequate accountability mechanisms for monitoring progress need to be established.
- The initial identification of issues and problems across all areas of activity

NOTE BANK

Gender proofing

A check carried out on a policy proposal to ensure that any potential gender discriminatory effects arising from that policy have been avoided and that gender equality is promoted

Gender impact assessment

Examining policy proposals to see whether they will affect men and women differently, with a view to adapting these proposals to make sure that any discriminatory effects are neutralised and that gender equality is promoted

Gender planning

Developing and implementing specific measures and organisational arrangements for the promotion of gender equality, identifying how to incorporate gender concerns into mainstream activities and ensuring that adequate resources are earmarked.

Gender audits

Analyse the income and expenditures of the government from a gender perspective. The basic assumption of gender audits is that public policy impacts differently on men and women.

should be such that gender differences and disparities can be diagnosed.

- Assumptions that issues or problems are neutral from a gender-equality perspective should never be made.
- Gender analysis should always be carried out.
- Clear political will and allocation of adequate resources for mainstreaming, including additional financial and human resources if necessary, are important for translation of the concept into practice.
- Gender mainstreaming requires that efforts be made to broaden women's equitable participation at all levels of decision-making.
- Mainstreaming does not replace the need for targeted, women-specific policies and programmes, and positive legislation; nor does it do away with the need for gender units or focal points (ILO, 2013)

3.3.3 Steps for Gender Mainstreaming

By definition, gender mainstreaming involves integrating a gender perspective and gender analysis into all stages of designing, implementing and evaluating projects, policies and programmes.

The Swedish Gender Mainstreaming Support Committee (2007) in their Gender Mainstreaming Manual – a book of practical methods presents their 'Ladder' model towards achieving sustainable gender mainstreaming. Expected results from this model are:

- An overview of all steps in the gender mainstreaming process
- An overview of what should be done in the organisation, and in what order
- An overview of what methods the committee has to offer at the various stages in the process
- A common view of the current situation in the organisation, and an awareness of how the work can proceed.

They go on to elaborate on the steps which are:

Step 1: Fundamental understanding

Before gender mainstreaming work begins, the entire organisation, from management on down, must be given training in gender equality and gender, and in what the gender equality policy and the gender mainstreaming strategies involve

Step 2: Examine the Conditions

The organisation examines the conditions for change, the potential benefits of mainstreaming gender into the operation, and whether the will exists.

Step 3: Plan and organise

Management plans and organises the gender mainstreaming work. It is important to provide directives on how the work is to be led, organised and carried out.

Step 4 - 6: Make an inventory, survey and analyse

The organisation makes an inventory of its operations and its operational goals. Decisions are then taken on what needs improvement.

Step 7: Implement

The organisation implements the measures

Step 8: Evaluate the outcome

The organisation's leadership evaluates the work to see if the objectives have been met. They must seek answers to the following questions:

- *Follow up:* Have we reached our objective? What are the results of our work? How do we assess the quality of what we did?
- *Evaluation:* What lessons can we learn? How do we make positive changes last? What can we learn from changes? What is the next step?
- *Disseminating results:* How do we disseminate the outcome and lessons learned? How do we make it sustainable? (The Swedish Gender Mainstreaming Committee, 2007).

Summary

In this unit we looked at the overarching issue of gender mainstreaming. We discussed the development discourse and gender concerns therein. We explored position of women in development approach. We also learnt in depth the concept/principles, steps and tools of gender analysis and Gender Mainstreaming.

References

- Commonwealth Foundation. (2004). *Citizens and governance toolkit*. London: Commonwealth Foundation.
- Drolet, J. (2010). Feminist perspectives in development: implications for women and micro credit. *Affilia: Journal on women and social work*, 25(3).
- ECOSOC. (1997, July). *Coordinations of the policies and activities of the specialised agencies and other bodies of the United Nations system*. Retrieved March 2, 2014, from The United Nations:
<http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF>
- ESCAP. (1994). Jakarta declaration for the advancement of women in Asia and the Pacific. *Second Asian and Pacific Ministerial Conference on Women in Development*. Jakarta: ESCAP.
- European Communities. (2005). *EQUAL guide on gender mainstreaming*. Retrieved March 2, 2014, from European Commission:
http://ec.europa.eu/employment_social/equal_consolidated/data/document/gendermain_en.pdf
- Farrell, M., Saxena, T., Thekkudan, J., & Pathak, P. (2008). *Engendering workplaces: framework for a gender policy*. New Delhi: Society for Participatory Research in Asia.
- ILO. (2013). *Definition of gender mainstreaming*. Retrieved March 2, 2014, from International Labour Organization:
<http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>

- Kabeer, N. (1996). *Reversed realities. Gender hierarchies in development thoughts*. New Delhi: Kali for Women.
- Mukhopadhyay, M., Steehouwer, G., & Wong, F. (2006). *Politics of the possible, Gender mainstreaming and organizational change: Experiences from the field*. Amsterdam: KIT - Royal Tropical Institute and Oxfam Publishing.
- Ndimande, P. S. (2001). Gender inequality: Still a critical issue in the development of rural KwaZulu-Natal. *African Sociological Review*, 5(2).
- NZAID. (2006, October 26). *NZAID gender analysis guideline*. Retrieved March 2, 2014, from New Zealand Aid Programme:
<http://www.aid.govt.nz/sites/default/files/Gender%20Analysis%20Guideline.pdf>
- The Mahbub ul Haq Human Development Centre. (2000). *Women and gender in South Asia in human development in South Asia 2000*. Oxford: Oxford University Press.
- The Swedish Gender Mainstreaming Committee. (2007). *Gender mainstreaming manual*. Retrieved March 2, 2014, from Government Offices of Sweden:
<http://www.government.se/content/1/c6/08/19/82/3532cd34.pdf>
- UNDP. (2005). *Gender and governance in gender mainstreaming project entry points-draft. UNDP learning and information pack*. New York: United Nations Development Programme.
- World Bank. (2001). *Engendering development through gender equality in rights, resources and voice*. New York: Oxford University Press.